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Counsellor

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EDMONTON, ALBERTA

February, 1962

URBAN COUNTY LEGISLATION COMING

FOURTH SESSION OPENS FEBRUARY FIFTEENTH

OFFICE OF THE MONTH



... TWEED BRICK and STEEL Q-DECK
EDSON CIVIC BUILDING was opened by Premier Ernest Manning July 7, 1959. Costing in the neighborhood of \$150,000, the handsome structure houses the Administration Office, Council Chamber, Library, Health Unit, Police and Fire Departments.

NEW COURSES OFFERED

Applications for "half-courses" are being accepted now by the Public Administration Training Division of the University's Department of Extension. In a statement outlining the new plan D.A. Bancroft, Lecturer, said the idea was to enable those who have already completed one three-year course to take a second "without covering any of the study material twice". He said three different courses are being offered this year while the fourth - Local Government Accounting - is still in preparation.

Full text of Mr. Bancroft's statement follows:
CERTIFICATES IN LOCAL GOVERNMENT

The Public Administration Division of the University's Department of Extension announces an offering of half-courses for students who have already completed one of the certificate courses in Municipal (To Page 8)

SECRETARY-TREASURER AND ASSISTANT PASS

DOUBLE LOSS FOR STURGEON

Residents of Sturgeon County and municipal people throughout the Province were deeply shocked when Oscar Patry, Secretary-Treasurer of the County and Ernest Meaden, Assistant Secretary-Treasurer died suddenly within a five day period. Mr. Patry's death occurred January 10 at the age of 56. Mr. Meaden died January 15. He was 71.

Death of Mr. Patry followed that of Arthur Walters, his predecessor in office, by six years and a day. Mr. Walters, who had been twelve years secretary-treasurer of the former municipal district, died of a heart attack on January 9, 1956.

Mr. Meaden had served 22 years in school administration in the Sturgeon area. He is survived by his widow and three sons.

Mr. Patry became secretary-treasurer of the Municipal District of Hazelwood in 1940 and served in the same capacity under successive changes to Morinville M.D. to Sturgeon River M.D. and one year ago to Sturgeon County. He is survived by his widow, two sons and five daughters. A son, Robert Patry, is an assessment research technician with the Department of Municipal Affairs.

ONE TOWN SAID READY TO GO

Legislation enabling the amalgamation of municipal and school services in cities and towns, similar in effect to the county system of local self-government will be among items of special interest to municipal authorities during the session of the Legislature opening February 15.

This is the fourth session of Alberta's 14th legislature since its election on June 18, 1959. The third - a special session called to deal with terms of The Alberta Income Tax Act - was held in late November.

The proposed new Act by which certain urban centres may convert to the county form of government if they so desire follows a suggestion by Hon. A. J. Hooke, Minister of Municipal Affairs, during addresses to municipal conventions last fall. At that time he expressed the view that cities and towns might well take a look at the county system, later adding that at least one Alberta town was already preparing to adopt the new form of government.

Like the County Act, the proposed Act will not apply to separate schools in any way. Special provisions excluding separate school supporters from membership on school committees will be included.

... NUMBER OF TOWNS NOW BACK TO 90

ADD TWO TOWNS AND A VILLAGE

Formations dating from the start of 1962 include two towns and one summer village ... in addition to the three new counties reported in October. Elk Point and Smoky Lake are Alberta's youngest towns and their promotion returns to 90 the number of towns in the Province. Villages in Alberta (after subtracting two and adding one) have again reached 158.

Total of Alberta's towns was raised to 90 last August 15 with the organization of the New Town of Whitecourt, but this was reduced by two on December 30 when Beverly was annexed to Edmonton and Forest Lawn became a part of Calgary.

Alberta's newest summer village is Ross Haven on the north shore of Lac Ste. Anne.

Summary of municipal administrative units in the Province as at the end of January follows:

Cities:	9 (Not including Lloydminster which is administered under Saskatchewan Legislation)
Towns:	90 (Not including Banff, Jasper, Waterton)
Villages:	158 (Including 20 summer villages)
Urban:	256
Counties:	20
Municipal Districts:	28
Special Areas:	2 (Board headquarters at Hanna; Offices at Consort and Oyen)
Improvement Districts:	51 (Including I.D. No. 24 - Suffield - for The Alberta Hospitals Act and I.D. No. 97 - Elk Island - for The Alberta Hospitals Act and the School Foundation Program)
Rural:	101
Urban and Rural:	357

THE SECOND PAGE . . .

WE'RE FIFTY YEARS OLD TOO!

While going through the records for those Alberta centres which in 1962 reach a golden milestone, it suddenly occurred to us that the organization of the Department of Municipal Affairs also goes back to 1912. Or even a few days earlier. The original Department of Municipal Affairs Act was given royal assent on December 20, 1911, with the appointments of Hon. Archibald J. McLean as Minister and Jno. Perrie, Deputy Minister, being made that same day.

There were only eleven days left in 1911, however, so little more was done by way of organizing the new department until 1912. On May 4, for example, there was a sudden change of ministers when Hon. Chas. Stewart took over. Mr. Stewart held the post only until 1913, but served as Premier of Alberta from October 30, 1917, to August 30, 1921, and went on later to enter the cabinet of the federal government.

In the first annual report of the Department to Hon. Chas. Stewart, Deputy Minister Perrie wrote "The beginning of the year 1912 marked a new era in municipal affairs in this province by the creating of a department to deal with municipal affairs. Alberta is the third province in the Dominion to have a department of this kind; the provinces of Manitoba and Saskatchewan already having municipal affairs departments. The establishment of such a department has, I think, been amply justified by the work which has been dealt with during the past year". Mr. Perrie's report concluded with the first "municipal list" and details of various districts operating at that time.

In the fifty years of its operation Alberta's Department of Municipal Affairs has been headed by fourteen ministers and eight deputies (not including Hon. Geo. Hoadley who was Acting Minister for a short period in 1935). Their names have been listed before but will, we think, bear repeating:

Minister	Sworn in	Deputy
Hon. A.J. McLean	..... Dec. 20, 1911	Jno. Perrie ... 1911-19
Hon. Chas. Stewart	.... May 4, 1912	
Hon. Wilfred Gariepy	... Nov. 28, 1913	
Hon. A.G. MacKay	.... Aug. 26, 1918	J.H. Lamb ... 1919-25
Hon. Chas. R. Mitchell	.. April 19, 1920	
Hon. R.G. Reid	..... Aug. 13, 1921	
Hon. H. Greenfield	.... Nov. 3, 1923	W.D. Spence . 1925-30
Hon. R.G. Reid	..... Nov. 23, 1925	R. English 1930-34
Hon. Hugh Allen	..... July 10, 1934	E.L. Gray ... 1934-35
Hon. Chas. Cockcroft	.... Sept. 3, 1935	A. Soutter 1935-46
Hon. Lucien Maynard	... Jan. 20, 1937	
Hon. C.E. Gerhart	..... June 1, 1943	J.W. Judge .. 1946-55
Hon. E.W. Hinman	..... Dec. 23, 1954	
Hon. A.J. Hooke	..... Aug. 2, 1955	A.W. Morrison 1955-

It would not be seemly for us to boast about the work of the Department during the past half century. However, the record of those years speaks for itself ... and we can point with pride to the splendid progress made by Alberta's rural and urban municipalities. Pioneers there were in the municipal field and there can be little doubt that many Albertans, honored for laying the foundations of our social and economic growth, are also responsible for the early development of our municipal system. The plain truth is that we would have trouble separating the growth of the Province from that of our local governments.

In Deputy Minister Perrie's report already quoted, he lists 5 cities, 46 towns, 73 villages, 55 rural municipalities and 90 local improvement districts at the end of 1912. Total population for Alberta that year was a little over 375,000. This compares with 9 cities, 88 towns, 159 villages, 20 counties, 28 municipal districts, the Special Areas and 50 improvement districts today. The population now is about four times the earlier figure.

The overall policy of the Provincial Government relating to local governments may be described as promoting and assisting their progress in the best interests of every individual and for the development of Alberta as a whole.

Since its inception more than fifty long years ago we believe the Department of Municipal Affairs has been diligent in carrying out that policy. The progress made by our municipalities over the past fifty years indicates the measure of its success.

As we said before, the record speaks for itself.

MORE GOLDEN MILESTONES

That year now a full half century gone, legislation such as The Town Act, The Village Act, The Rural Municipality Act and The Local Improvement Act was polished up and placed under the wing of the fledgling Department of Municipal Affairs.

It must have been a reasonably busy time. As Mr. Perrie reported: "The establishment of such a department has, I think, been amply justified by the work which has been dealt with ..." And again: "The incorporation of new towns and the establishment of new villages featured quite large in the work of the year".

New villages established in 1912 were:

Blackie - December 30. Carbon - November 18. Chauvin - December 30. Clive - January 19. Coalgate - July 9 (The name of this village was changed to Commerce December 17, 1913, but to no avail because it was disorganized May 13, 1926). Consort - September 23. Halkirk - February 10. Hanna - December 31, 1912 (Hanna went on to become a town April 14, 1914). Irma - May 30. Mirror - July 27.

St. Paul (de Metis) - June 14 (St. Paul was incorporated as a town December 15, 1936). Suffield - July 9 (Another village that didn't make it. Suffield was disorganized January 1, 1930). Sylvan Lake - December 30 (Sylvan Lake did. After more than 33 years a village, town status was proclaimed May 20, 1946).

Three Hills - June 14 (Incorporated a town January 1, 1929).

Vulcan - December 23 (Town status gained on June 15, 1921).

Wabamun (Beach) - July 18 and Walsh - May 3 (Neither of these retained their corporate status; the former was disorganized December 31, 1945, and the latter on April 30, 1925).

* * * *

Five towns were incorporated in 1912. Names and dates pertaining to each are as follows:

Bow Island - Village: June 14, 1910
Town: February 1, 1912
Coronation - Village: December 16, 1911
Town: April 29, 1912
Diamond City - Village: August 5, 1910
Town: May 25, 1912
Addition: February 1, 1925
Disorganization: June 30, 1937
Redcliff - Village: October 29, 1910
Town: August 19, 1912
Stavely - Village: October 16, 1903
Town: May 25, 1912

* * * *

Three further steps went into the record for 1912. First, Fort Macleod which had been a town since December 31, 1892, came "under the provisions of The Town Act" on March 29, 1912. Next, North Edmonton, an organized village since January 20, 1910, was annexed by Edmonton July 22, 1912. And finally, Strathcona which had been made a town on May 29, 1899, and a city in 1907, was amalgamated with Edmonton under an Act of the Legislature effective February 1, 1912.

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THE PROVINCIAL**PLANNING ADVISORY BOARD**

BY JOHN POLONUK, SECRETARY TO THE BOARD

AN OUTLINE OF ITS ORGANIZATION AND FUNCTIONS

Although Provincial Planning legislation dates back to 1913 it was not till 1929 that a Board known as the Town and Rural Planning Advisory Board was established. From 1929 to 1949 Board activities were limited mainly to the making of regulations governing the subdivision of land and controlling development on land adjacent to Provincial highways. The Director of Planning was the Executive Member of the Board, and the Board itself used to meet on an average of about once a year!

The Government in 1950 enacted far-reaching amendments to The Town and Rural Planning Act and in 1953 the Act was tidied up and re-enacted. Many material changes to the Provincial Planning function were made during the period from 1953 as a result of the provisional changes to the Act and although since 1953 the Act has been amended in detail its basic provisions remain, to the present, substantially the same. According to informed opinion in this country it is purported to be the best planning Act on the North American continent.

BOARD RENAMED

New provisions introduced into the Act from 1950 resulted in greatly increased Board activities. It was during this period that the Town and Rural Planning Advisory Board was renamed the Provincial Planning Advisory Board. In 1956 the Board was reconstituted to allow membership as at present by the periodic addition of representatives of further Government Departments.

The appointment of R. "Dick" Martland to the Provincial Planning Advisory Board, effective October 17, 1961, is in keeping with this trend and allows further desirable interdepartmental liaison on planning and related matters. Mr. Martland's experience and knowledge will assist in the Board's fulfilment of its varied, ever-increasing duties and functions. The Board is presently seeking additional representation from the Department of Highways and a recommendation to this effect has been formulated.

The Board now finds it necessary to meet either in committee or in full quorum on an average of once a week properly to fulfill its various functions. Many of these meetings are conducted in centres throughout the Province. To indicate the growth which has occurred in the quantity of work of the Board it is interesting to note in one area alone (that of considering appeals and in the number of orders issued) in 1951 four appeals were heard and twenty-one orders were issued; in 1955 forty-five appeals were heard and seventy-five board orders were issued. During the past ten months nearly two hundred appeals have been heard and six hundred and sixty-seven board orders have been issued.

MAIN DUTIES AND FUNCTIONS

Although Board activities are widely diverse, its main duties and functions at present include the following:

(a) Advising the Lieutenant Governor in Council with respect to the Subdivision and Transfer regulations controlling the subdivision

of land and the administering of the regulations.

Recommendations of the Board resulted in a complete re-writing of the Subdivision and Transfer regulations which came into effect on June 30, 1960. These regulations which relate form to actual intended use have since their inception been constantly under the scrutiny of the Board with a view toward achieving as near as possible provisional and administrative perfection.

The Director of the Town and Rural Planning Branch and the Planning Commissions established in the Province are named as approving authorities in the regulations. The Board is named as an appeal body from decisions of the approving authorities and may waive any regulation in respect of any application.

(b) Through the provisions of the Town and Rural Planning Act the Board is required to hear and decide appeals from planning decisions of municipal councils under certain specific circumstances and from those of District Planning Commissions where Preliminary District Plans or District Plans are adopted.

Municipal planning in the Province takes on one of two main forms as laid down by enabling provisions contained in the Act:

(i) Development by-laws during the preparation of a general plan and a definitive zoning by-law implementing the plan ... or

(ii) A non-definitive zoning by-law where no general plan is envisaged or is in course of preparation but resulting from a planning study.

When Development Control is adopted the Board is the appeal body in every case. When zoning by-laws are adopted the Board may be named the appeal body only where the municipality is not a member of a planning commission. This area of Board activity is greatly increasing as more and more municipalities adopt planning measures.

(c) The continued success of the District Planning Commission is observed by the Board with considerable satisfaction. Creation of such planning commissions was provided for in the amendments to the Act in 1950 to encourage municipalities both urban and rural to plan on a regional basis. To date seven such commissions have been established. The government provides financial assistance in grant form to cover half the budgeted operating costs of these commissions. The Board examines commission budgets and makes recommendations to the Government in respect of its grants, such grants totalling \$185,000 this fiscal year. As well, close liaison exists between the Board and the Commissions relating to mutual problems and in particular commission operation.

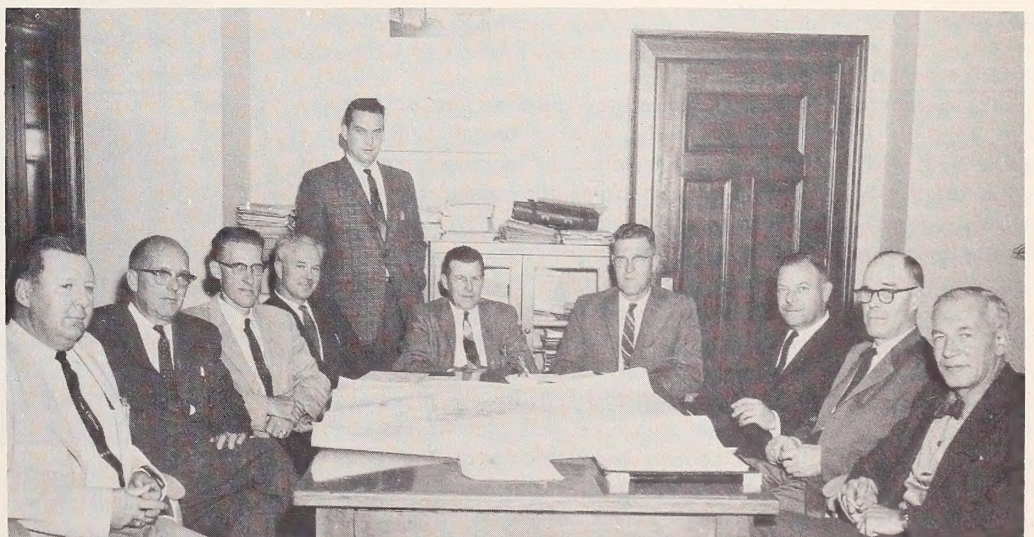
(d) Through the facilities of the Department of Municipal Affairs and the Director of the Town and Rural Planning Branch, who is the Executive Member of the Board, the Board offers assistance and advice

DEPARTMENTAL REPRESENTATIVES . . .

(To Page 5)

MEMBERS OF THE BOARD (Clockwise): Dr. J.W. Chalmers, Director of School Administration, Department of Education; A.W. Morrison, Deputy Minister, Department of Municipal Affairs; Dr. V.A. Wood, Director of Lands, Department of Lands and Forests; H.L. Hogge, Provincial Sanitary Engineer, Department of Public Health; J.N. Polonuk, Secretary to Board; J.H. Holloway (Chairman), Public Service Commissioner; R.M. Putnam, Deputy Minister, Department of Agriculture; R. Martland, Director of Industrial Development, Department of Industry and Development; C.W. Lester, Director of Surveys, Department of Highways; Noel Dant, Director of Planning and Executive Member of the Board.

(Alberta Government Photo)



ADVISORY COMMITTEES FOR
ALBERTA'S IMPROVEMENT DISTRICTS

BY A. R. ISBISTER, DIRECTOR, FIELD SERVICE BRANCH

One of the duties of the Department of Municipal Affairs is to take the place in effect of a council in Alberta's vast improvement districts. With the exception of not having authority to borrow or issue debentures in the same manner as an elected municipal council, the Department exercises most of the powers given to such a council under The Municipal Districts Act.

It has been the case however that ratepayers in improvement districts did not know where to make requests or register complaints and it would seem obvious that these people ordinarily do not have an effective voice in the administration of the affairs of their districts.

About six years ago, The Improvement Districts Act was amended to remedy this situation. At that time provision was made for the establishment of advisory committees in our improvement districts to act as liaison between the people of the district and the Department of Municipal Affairs.

The amendment to The Improvement Districts Act, passed in 1956, reads as follows:

- 54(a) (1) The Minister may in any district appoint an advisory committee of one or more persons,
- (2) The members of the advisory committee may be paid such remuneration and expenses as may be determined by the Minister.

In 1957 the first advisory committee in an improvement district was established in I.D. No. 65, an area centred on the Town of Rocky Mountain House. The members of the original committee were: Harry James, Doverncourt; Charles Skocdopole, Hespero; Stewart Forsythe, Rocky Mountain House; Ernest Ostergren, Eckville; Arthur Robinson, Carlos. During the five years since then, the membership of that committee has remained unchanged with the exception of Ernest Ostergren who died on October 15, 1960. William Brierly, a Farmer in the Rocky Mountain House district, filled the vacancy created at that time.

It will be noted that the legislation providing for improvement district advisory committees states that the members of the committee are appointed by the Minister of Municipal Affairs. In practice however, they are elected by their fellow ratepayers in open meeting and their selection is confirmed by Ministerial Order. Originally the members were appointed annually but in order to avoid the possibility of having an entirely new committee each year, it was decided to "stagger" the terms of office so that members would serve terms of three, two and one year, with an election being held each year. The length of term at the first election is decided by lot.

The legislation does not specify the qualifications of an advisory committee member, but policy now in effect is that he shall be a resident ratepayer of the improvement district concerned, 21 years of age and able to read and write. Members are usually farmers, but business men or retired persons living in hamlets within the improvement district are also eligible.

AS THE NAME IMPLIES

Following their selection, committee members are advised by letter from the Department as to what is expected of them in their new role. It will be noted that no specific duties have been set out in the legislation, but generally speaking they are, as the name implies, required to act in an advisory capacity to those Departments of Government operating in improvement districts.

As an example; they are asked to assist the District Engineer in planning a comprehensive road program, not only in their own particular district, but in the improvement district as a whole. This is done by correlating the plan for their own district with the plans of the other members and unifying them into a general plan for the entire improvement district. It is of course, impossible for all the roads to be completed at once or even in a few years. Recommendations to the District Engineer therefore are made in order of the importance of the various roads with school bus routes receiving top priority.

Until striking upon the idea of organizing advisory committees . . . there never had been such a thing as an annual ratepayers' meeting held in an improvement district.

Now people living in ten out of 51 I.D.'s have this type of modified local self government. And they're enthusiastic about it.

A. J. Hooke

While the matter of roads seems to be considered the most important, committee members are asked to advise on matters agricultural and many questions must be decided. For example: Should an agricultural service board be formed? Should a Bang's-free area be established? Should a TB-free area be requested? Where a service board is formed, the Committee is asked to give consideration to the program and the budget submitted by that body.

Advisory Committees are also asked to give consideration to municipal matters. A budget meeting is held in the early part of each year at which the financial position of the district is discussed fully with the members by Departmental officials and they are asked to state whether or not certain items of expenditure should be increased or decreased. If increased expenditures are recommended, the committee's advice is sought as to whether or not these should be met by increases in taxation.

All matters which affect the well-being of the residents of the improvement district are considered by the committee and their views with respect to education, health and welfare, etc., are passed on by the Field Service Branch to the proper authorities.

MINISTER ENTHUSIASTIC

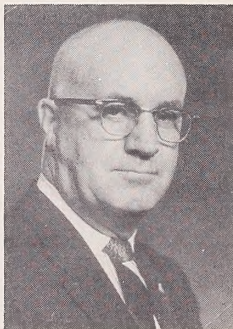
In each improvement district served by an advisory committee, an annual meeting of ratepayers is held at which the committee members give an account of their stewardship, and at which the past year's operations, financial and otherwise, are open for discussion. To date these meetings have been exceptionally well attended.

In a communication sent to all Members of the Legislative Assembly last May, Hon. A. J. Hooke, Minister of Municipal Affairs, expressed enthusiasm for the operation of Alberta's advisory committees. At that time he wrote:

"At the most recent meeting in my own district (Rocky Mountain House) I asked the ratepayers how they felt about the operation of their Committee. Did they wish its continuance or not? Their enthusiasm for it was indicated by the fact that every hand in the hall went up in favor of continuing, the only request being that of adding one more member to the committee.

"The result has been, generally, that today there is not a single service given by the rural municipal council that is not given in the improvement district where advisory committees are in existence".

At the present time, ten improvement districts in Alberta have advisory committees. These are I.D.'s 11, 22, 58, 65, (To Page 7)



ALVIN RUSSELL ISBISTER has been with the Department of Municipal Affairs for twenty-seven years and is now the Director of the Branch in which he started as a junior clerk back in 1935.

Born in Saskatoon, Mr. Isbister came with his parents to Gadsby at an early age. His first work after high school was with the Royal Bank. Joining the Department he was posted at Lethbridge, Brooks and Medicine Hat. In 1950 he was sent to Hanna as secretary-member of the Special Areas Board. Appointment to his present position was made in 1957.

MEET THE DEPARTMENT

The Canadian Navy and the Royal Air Force are both represented by members of the Field Service Branch introduced this month. Jasper Edgar (Jack) Wilmost spent four years on a minesweeper and on convoy escorts with the navy, while James Mail Bodman was with the RAF from 1936 to 1948.

Mr. Wilmost has been with the Field Service Branch of the Department since March 4, 1954. Mr. Bodman's term of service with the Branch began in June of 1957.

Jack Wilmost was born February 14, 1911, at Slough Buckinghamshire, England, and he was brought to Canada at the age of four months. Educated at Maymont, Saskatchewan, he spent a few years in the Meadow Lake district, northwest of Prince Albert. He joined the Canadian Navy and saw service off the east coast of Canada, in the North Atlantic and finally on the west coast.



J.E. (Jack) WILMOT After the war Mr. Wilmost farmed at Wainwright for a while and followed this with a hitch in a Camrose hardware store. In 1953 he worked as an assessor with the Municipal District of Morinville (now a part of the County of Sturgeon No. 15) joining the Department the following year. Since then he has assessed at Hines Creek, Edson and the Coal Branch, Hinton, the Peace River country, the Crowsnest Pass, the towns of Athabasca and Lac La Biche, and also the City of Camrose.

It was in the Lesser Slave Lake district one time that Jack was looking for a piece of property only to find a grizzly. Naval training had not prepared him for the encounter, but taking evasive action through heavy bush, he finally out-manuevered the bear and lost no time leaving the area. He never did find the property.

Mr. Wilmost is married and has one daughter. A member of the Canadian Legion, his favorite sports are fishing and (despite the grizzly) hunting.

* * * *

James Bodman is a Farmland Assessor working the improvement districts in the northern part of Alberta. Born in Edmonton February 8, 1915, he attended McKay Avenue, McDougall Commercial and Garneau High School. Two years he worked with the Alberta Liquor Control Board, during which time he became interested in flying, and in 1935 he obtained his private license.

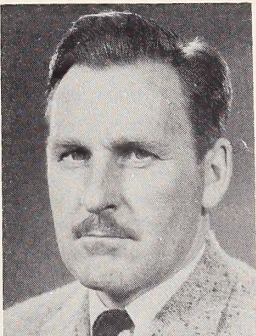
In 1936 Mr. Bodman left for England where he joined the Royal Air Force on what was called a short service commission, and for the next twelve years served in theatres of war in Europe, Asia and Africa. His first three years were spent in Britain after which he was sent to the Middle East. In 1941 he commanded a fightersquadron in Iraq and Syria. Following this he served as flying instructor in Rhodesia and as flight commander of a bomber squadron in North Africa.

This brings us to 1944 when Mr. Bodman (then holding the rank of Wing Commander) was given charge of a transport squadron in Italy. During his last two years of military service (1946-48) he was attached to the British Military Mission at Bucharest in Russian-occupied Rumania.

It's a long step from a mid-air collision over Berwick, Scotland (1939), to the Olds School of Agriculture ten years later ... or from being shot down in Iraq and in Syria and being captured by Arabs (1941) to the quiet life of a farmer on a half section at Spruce Grove (1951-57) but Wing Commander Bodman has taken these and more in his stride.

Back to 1944 in Naples, Italy, Airman Bodman met Doreen Thornton, a nursing sister with the Royal Air Force, and there they were married. Their family consists of two boys and two girls whose ages range from twelve years to three.

Even before settling into civilian life, Mr. Bodman placed the importance of fishing and hunting ahead of eating. His only problem now is to find time for them.



JAMES M. BODMAN

TOWN PLANNING

The administration of The Town Planning Act which became law on March 25, 1913, also comes under the work of this department. This Act the regulations which are being drawn up in connection with it gives ample power to deal with all questions of this nature that are likely to come before the department. It is expected that some of our large centres of population will soon make use of this Act and apply to this department for authority to proceed with some town planning schemes. There is no doubt room for work of this kind, and if carefully carried out the result should be of lasting benefit to our urban municipalities. o Jno. Perrie, Deputy Minister, Annual Report for 1913

PROVINCIAL PLANNING ADVISORY BOARD (From Page 3)

to municipalities to effect planning and orderly development. The Director and his staff prepare both partial and comprehensive planning studies covering immediate and long range problems for municipalities and the Board recommends Governmental financial assistance to obtain aerial photographs and topographic mapping or other kinds of technical data relating to such studies.

The staff is not able to meet all demands for planning studies which are requested of it and the Board this year has authorized financial assistance to two municipalities, Edson and Lloydminster, to cover the cost of planning studies conducted by private planning consultants.

(e) Advice on the enactment by municipalities of planning by-laws is given by the Board and the Director. The Board must finally endorse any such by-law before it comes into effect. It is found that this process, particularly in smaller municipalities, provides a desirable adjunct to Board advice to municipalities and obtains the uniformity of such by-laws making for greater administrative proficiency.

The Board, the central official agency for planning in the Province, sponsors yearly a Planning Conference at which delegates discuss planning items of mutual and individual interest.



THROUGH THE MAIL

(Visitor to the Department last June as a guest of the United Nations was Lee Choo Hoon, an official of the Bureau of National Construction, Republic of Korea. The following letter was received recently by J.B. Gee, who acted as Mr. Hoon's mentor during his visit. While the English is somewhat novel the sincerity of the wishes expressed leaves nothing to be desired.)



* * * *

Dear Mr. Gee,

Before anything else let me ask for your pardon. It is that first I did not write you soon after I returned home, secondly I could not see you when I left, although owing to your official business.

Nowadays, dismissing the old and appointing the New Year, are you in good health and your adoptive parents, too?

By your favour I could finish my travelling abroad for six months which I can never forget through my life. Now I am continuously engaging in my official duties. The most urgent thing, Electrification Works, in our country which I told you after seeing your country, is carrying out step by step as the greatest Motto of the present Government. During my only three weeks sojourn in Edmonton, the entertainment and the favour from you, are capturing my heart now. I will try to seize the opportunity to visit you and your country once again and I expect you to see our Korea availing your chance.

Looking forward to keep in touch with letters without stopping and give my best regards to the comrade officials.

In conclusion God's Blessing to you.

Sincerely yours,
Lee Choo Hoon.

LOCAL GOVERNMENT IN SASKATCHEWAN

A REPORT TO THE GOVERNMENT OF SASKATCHEWAN

BY THE LOCAL GOVERNMENT CONTINUING COMMITTEE

(Note: If the first two paragraphs below seem vaguely familiar, it's because they have appeared before. Inasmuch as they are the beginning of a new chapter of the Continuing Committee's Report we thought they should be repeated here.)

* * * *

THE SIZE OF LOCAL GOVERNMENT

The size of a local government unit is not a matter to be decided arbitrarily. The size of unit, measured in square miles, road miles, population or assessment is an important factor in determining the capacity of local government to provide effective services. Size may also have a bearing on the vitality of local government and the degree to which it is free to manage its own affairs. Most aspects of size are as important to the performance and vitality of urban government as to rural.

Consideration of size begins with a consideration of the function or service to be performed. This implies that the appropriate size of unit for school administration, for example, is not necessarily the best size for construction of roads. To find the service-size relationship one must examine planning, administrative and technical requirements. For any particular service these requirements can be applied more efficiently to one size of unit than to another.

In building roads, for example, a certain minimum selection of machinery is required. This group of machines will be capable of building and maintaining a certain number of miles of road of a certain standard during a normal operating year. Thus, for purposes of efficiency, a unit for roads should contain a minimum road network of X miles.

Or a superintendent may be able to supervise a certain number of classrooms efficiently. The number of classrooms can be related to population. Thus, for education purposes, an area containing Y number of people may be indicated.

One approach to size, then, is to apply these size-determining factors to each aspect of local government with a view to finding the size or sizes which will combine effective service with the most efficient use of necessary professional, administrative and technical resources. The Committee has made use of this kind of analysis in reaching conclusions on size.

Size is also related to a municipal unit's level and stability of income. Rural and urban municipalities with a small assessment base find it especially difficult to obtain long-term loans. Also, the smaller the area, the more vulnerable it is financially to losses from hail, crop failure or plant and livestock diseases.

The size of the tax resource base undoubtedly is important to the functioning of local government and should be considered. However, for several reasons, the Committee believes it should not be the primary consideration in determining size. First, it is extremely difficult to establish on any sound basis what the minimum level of assessment should be. Second, by this measurement, minimum size of area would vary over a wide range between regions with poor soils and regions with good soils. Third, the Committee is convinced that the provision of necessary services at the local level requires a substantial transfer of funds from superior taxing authorities no matter what size the local government unit may be. And fourth, if grants are paid on the basis of an equalized formula, then the significance of differences in assessment decreases.

Thus, it is the Committee's position that, in determining size, a municipality's technical ability to provide efficient service is more important than its ability to pay for the service entirely out of local tax funds.

CITIZEN PARTICIPATION IN GOVERNMENT

At the same time, the Committee is concerned with more than technical efficiency. It is concerned with the performance of local government as a traditionally strong democratic institution. How will an increase in the size of the rural municipality affect the participation of citizens in local government affairs?

This question has given the Committee serious concern. Its conclusions have been guided by two considerations.

First is the fact, amply demonstrated in earlier chapters, that communities are much larger than they were at the time the nine-township municipality was formed. Distance is no longer a barrier to effective communication or movement of farm people. As a matter of fact, the larger area base is already in effect for most purposes which brings people together. The Committee believes that under these conditions there is nothing inherent in enlarging the size of the municipality which will reduce the participation of rural people in local government affairs.

Second, there are many indications that the problem of citizen participation in democratic government is a general one in our society and one which will not be solved by adjusting size up or down. Apathy, whether measured by competition for office, by voting turnout or by attendance at annual meetings, is as readily apparent in many of our existing nine-township municipalities as it is in larger units of government and in urban centers.

The problem of participation of course, is related to many considerations other than size of area. The Committee does not have the answer to this general problem. It can only suggest that special studies, like those being undertaken by the Center for Community Studies, may point the way towards improving democratic participation.

Size does, however, have other implications for the emergence of strong local government. These relate to the degree of control which the province exercises over local government services.

We have seen earlier that, over the years, a number of the responsibilities with which Saskatchewan's municipalities were once charged have been transferred. Of those that remain, the principal function is the construction and maintenance of local roads. Even here, as witness the grid road program, local initiative and action are hemmed in by the controls which the province imposes as a condition of financial assistance. From the province's point of view these controls are necessary to ensure that standards are maintained, adequate records are kept and road locations are planned to meet the needs of the community. But the lack of capability reflected in this situation stems in large part from the municipality's small and unstable resource base, its inadequacy as a planning and administrative unit, and other factors related to its size. Size, therefore, has a bearing on a municipality's ability to plan and administer local programs of high standard. The objective here, the Committee believes, is a unit large enough—but not too large—to be fully capable of effective local government.

FOUR SIZE POSSIBILITIES

Thus, in examining the size question, the Committee applied two measurements: (1) what size is appropriate to the provision of effective service; and (2) what size is required to minimize provincial controls. Answers to these questions were sought with respect to a range of local government services—roads, education, health and welfare. The size which the Committee found best suited to each of these services is described in this chapter. The size of urban units is examined specifically from the point of view of their ability to meet these two standards.

It should be pointed out, however, that the answers to these two key questions do not finally fix the size of local government. There are urgent reasons, which are discussed in the next chapter, for vesting responsibility for some or all services in a single local government authority. At that point, the importance of size requirements for individual services must be weighed against the advantages of integrating them under a single authority and providing them in one common area.

With the boundaries described before as a starting point, the Committee considered four size possibilities. These sizes, together with a few of their average characteristics, are listed below:

Rural Municipality. This is the present nine-township rural municipality with boundaries modified to conform to the coterminous local government area. (To Page 7)



SECRETARY'S CALENDAR

Municipal District Act

Every Month

5th-Within 5 days after the end of each month the secretary-treasurer shall prepare statement of monies received and their disposition, submit to council at next meeting and enter a copy in the minutes. Sec. 61(v)

March 1 - Add penalty to arrears of taxes. Sec. 349

March 10 - Certify list of electors. Sec. 117

March 11 - Post a true copy of electors list in office. Sec. 118

March 11 - Post two copies in each electoral division in which an election is to be held. Sec. 119

March 13 - Secretary-treasurer must be notified of error in elector's list at least four clear days prior to election day. Sec. 120

March 15 - First quarter of school requisition due. Sec. 338

March 15 - Furnish returning officer with lists of electors at least 48 hours before opening of poll. Sec. 134

March 16 - At least 24 hours before opening of poll, returning officer shall deliver ballots etc. to deputies. Sec. 131

March 17 - Election day is the fourth Saturday after nomination day. Sec. 121. Returning officer shall sum up results of vote on day and place appointed. Sec. 174. Returning officer shall deliver election materials to secretary-treasurer. Sec. 178. Secretary-treasurer shall retain for two months and then destroy certain election material. Sec. 179, 182 and 183.

Recount must be requested within 14 days after ballot papers are received by secretary-treasurer. Sec. 184

March 27 and 30 - Written notice of the first council meeting on April 3rd mailed six clear days or personally delivered three clear days prior to April 3rd. Sec. 39(3)

Prepare estimates of revenues and expenditure and set mill rates by by-law as soon as practicable. Sec. 331

Town and Village Act

15th-Secretary-treasurer shall prepare statement of monies received and their disposition, submit to council at next meeting and enter a copy in the minutes. Sec. 67(r)

March 15 - First quarter of school requisition due. Sec. 355(1)

April 1 - Appoint auditor on or before this date and advise Minister of this appointment. Sec. 73

April 1 - Appoint assessor on or before this date and advise Minister of this appointment. Sec. 71

Prepare estimates of revenue and expenditure and set mill rates by by-law as soon as practicable. Sec. 353

Assessment Act, 1960

Completion of duties of the Court of Revision within 90 days after March 1st. Sec. 43

All assessment appeals to be received within 30 days of the mailing of assessment slips. Sec. 37

Tax Recovery Act

March 1 to 31 - Prepare a Tax Arrears List. Sec. 4

ALBERTA'S IMPROVEMENT DISTRICTS

(From Page 4)

78, 79, 95, 107, 109 and 946. All ten, including those most recently established in I.D. No. 107 (in October) and I.D. No. 946 (in November), are operating most efficiently.

As the Minister implies, this modified form of self government has been received with the approval and support of the ratepayers concerned. As one who has worked closely with all of the committees since their inception, I have found the plan to be an unqualified success.

... most recently established

I.D. No. 107 ADVISORY COMMITTEE

John Paul Karmann Flatbush
Sydney L. Owens Hondo
William Wolstenholme Smith

* * *

I.D. No. 946 ADVISORY COMMITTEE

R.B. Estabrook Calgary
Floyd Bray Canmore
Kenneth Lister Seebe
James Richards Morley
J.T. Fraser Exshaw

THEY'LL DO IT EVERY TIME

Thanks to Jimmy Hatlo



LOCAL GOVERNMENT IN SASKATCHEWAN

(From Page 6)

Municipal District. This unit is a somewhat larger subdivision of the coterminous local government area averaging 24.4 townships in size. Average population (excluding cities) is 4,666, average actual road mileage (including all road and highway classification) is 454.

County. This unit corresponds to the coterminous local government area and is classified here as "county" only for convenience in reference. Its average area is 47.3 townships; average population (including cities) is 9,044; and it contains an average 880 miles of actual roads and highways.

Region. The size of this largest unit is variable, with the general limitation that it includes two or more complete counties plus urban centers.

Problem of Local Roads

The magnitude of Saskatchewan's local road problem, illustrated by the fact that there is more than one mile of designated local road for each farm, emphasizes the need for effective planning and efficient administration.

The most meaningful area for the physical planning of roads is that which corresponds to the present and anticipated community pattern. The effective use of professional planning skills demands a meaningful area large enough to employ such services economically. The evidence suggests that the minimum size for effective planning is one corresponding to the trading area of active towns offering a large range of services.

Tests conducted on the basis of the number of miles required to fully employ an adequate complement of municipally-owned road-building equipment indicate a minimum average size of 23 to 25 townships, or a size roughly corresponding to the municipal district. Since this size barely qualifies, its flexibility is limited in terms of contracting portions of its work or buying additional items of equipment. Two factors indicate that this unit will probably prove to be too small for fully effective road building in the future: (1) better road planning should permit an overall reduction in local road mileage in the future, which would reduce the average number of miles of road for this size unit; and (2) continued technological improvements in road-building machinery in the future would increase the number of miles of road required for efficient use of the machinery. Since the 23-25 township size barely contains sufficient mileage to fully employ an adequate machinery complement on the basis of present road systems and existing machinery, it is almost certain to be too small within a few years.

The preferable size of the unit for road building purposes, with ample capacity for flexible operations, is a unit averaging 40 townships or larger. Thus the county size would qualify for this purpose.

It is true that contracting a major portion of road work would affect the validity of the above conclusions. However, the Committee considers contracting to be an unsatisfactory alternative to the ownership of a full line of equipment for the following reasons:

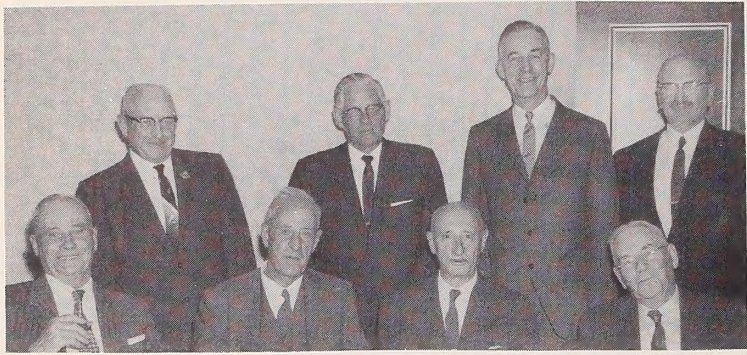
(1) Flexibility is restricted; (2) Costs are usually higher; and (3) The road function is removed one step further from local control.

(More to follow)

* * *

Give a man some facts and he will draw his own confusions.

LONG IN THE SERVICE



REPRESENTING 259 YEARS - Former secretary-treasurers at dinner held last September in honor of Frank Ewing (standing second left). Other veterans in the back row are Harold Hopkins, E.W. Stutchbury and Reg Lawrence while seated are Ed Miller, William Stringer, Fred Biggs and Roy Hooper.

The careers of each are sketched below.

HAROLD CHRISTOPHER HOPKINS retired as secretary-treasurer of the Municipal District of Lacombe No. 64 (now County of Lacombe No. 14) on October 30, 1959. He began in 1927 with the old M.D. of Lorne No. 400 and so qualifies as a 32-year man. Born in Fresno, California, Harold was in the Royal Canadian Navy during the First World War. He is now reporting municipal affairs for the Western Municipal News.

FRANK J. EWING retired in March, 1961, as secretary-treasurer of the County of Wheatland No. 16, thus marking the end of forty years in local government service. Beginning May 28, 1921, with the old M.D. of Keoma No. 249, Frank initiated many forward steps during his long municipal career. Chief of these perhaps is the Super-annuation Program for municipal district secretaries, for which he served as Chairman of the Board from the inception of the plan until 1961. Past-President of the AMDST, school teacher, farmer, photographer and artist, Frank was a flying instructor with the RAF during World War I. He continues to live at Strathmore.

E.W. STUTCHBURY, Barrhead, known to all as "Stutch", was a municipal secretary-treasurer for nineteen years, resigning from that position with the M.D. of Westlock No. 92 in 1956. At that time he purchased an insurance business at Barrhead and in addition to his business pursuits, continues the practice of law. Stutch maintains close contact with municipal circles. He attends conventions whenever possible and serves, among others, as solicitor for the Town of Barrhead.

R.F. (Reg) LAWRENCE of Calgary worked continuously in municipal government for twenty-seven years. His career began in 1928 with the Municipal District of Springbank No. 221. His retirement as secretary-treasurer came on March 21, 1955, a few months after the old district had become the M.D. of Calgary No. 44 ... (now the Municipal District of Rocky View No. 44). Engaged by the City of Calgary, Mr. Lawrence's experience and ability is still being put to good use.

EDWIN WALTER MILLER, Sundre, just now is completing fifty consecutive years of municipal service, first as a secretary-treasurer and (since 1954) as a councillor. Mr. Miller's illustrious career began in 1912, seven years after he came from his native England to homestead in the Sundre district. That year he became secretary-treasurer of L.I.D. 17-C-5 and in 1918, with the formation of the old M.D. of Waterloo, he retained his position. This went on until 1954 when Waterloo became a part of Mountain View M.D. No. 49 at which time Mr. Miller was elected to represent his old district on the municipal council. With another change, this time to the County of Mountain View No. 17, Mr. Miller continues to do so.

WILLIAM STRINGER, Red Deer, also has served as a councillor and a secretary-treasurer. His illustrious career in municipal service covered well over 40 years and includes eight years with the old Golden West Municipal District No. 371 and thirteen years (1943-1956) as secretary-treasurer of the Municipal District of Red Deer No. 55. Although officially retired since 1956, Mr. Stringer stays active in public affairs and is now associated with the Red Deer Chamber of Commerce.

FRED BIGGS of Stettler, is a 40-year veteran of local government service, having begun his career as secretary-treasurer of L.I.D.

No. 337 on March 5, 1913. Staying in the position when the area became the Municipal District of Vimy in 1917, he moved up when in 1943 it was included in the M.D. of Stettler No. 54. Fred retired September 30, 1953, a little more than 40 1/2 years after he started, but continues to preside as police magistrate in Stettler, a responsibility he has held since 1945.

* * * *

S. ROY HOOPER, Calgary, is a thirty-year man in municipal government circles. Beginning in 1922 he was secretary-treasurer of the Municipal District of Starland all through its various enlargements and changes until his retirement in 1952. Since the completion of his work with the municipal district Mr. Hooper is kept busy with various activities, including work for the City of Calgary.

FORMER STAFF MEMBER DEAD

A former group leader in the general office of the Department of Municipal Affairs, Carl Gunderson died suddenly on January 23. He was lacking a month from his 80th birthday.

A native of Denmark, Mr. Gunderson spent several years in the United States before coming to Edmonton. He was Danish vice-consul for many years and following his retirement from the Department served as secretary-treasurer of the Beverly School District.

NEW COURSES OFFERED

(From Page 1)

Administration or Municipal Assessment. In response to a number of requests by students who received certificates following the third year of courses for enrolment in a second pattern leading to a second certificate, the Division is now accepting applications for enrolment in the Administration, Assessment, or School Business courses on a half-course basis.

This arrangement is offered as a special way of taking two or more certificate courses without covering any of the study material twice. The material common to any two courses is covered only in the first certificate course and omitted from the second course. Examinations, however, will be based on the full year's syllabus in each year.

The three courses this year are arranged with all the general background and historical material in the first ten lessons being distributed before the year end and being studied in seminars by groups of Administration, Assessment and School Business students meeting together. After January 1st, 1962, the classes are separated into their respective courses, studying material in their particular subject areas. The Municipal Administration class will concentrate on municipal government. In the Assessment classes the special qualities of soils and land which indicate value will be given careful study. School board government and relations is the subject area which School Business classes will explore. This arrangement of the general material in the first half terms and the special materials in the second half term enables the three classes to study together in the first half and makes it possible to organize more regional groups than could be organized in the different classes separately. It also allows the half-course students pursuing a second certificate to participate in the special studies without covering the general material a second time.

The Division cannot yet offer the course in Local Government Accounting which has been under study for the past year. As soon as it is ready for presentation a general announcement will be made.

It is now planned to extend the Municipal Administration course to four years, including a year on the subject of accounting when the accounting course is ready for presentation. A four-year School Business course is also planned and with the accounting year included it would have certificate standing also.

In the current year at this date, beginning the second half term, the enrolment in all courses is approximately 210, and of this number about 100 are first-year students.

MRS. FERGUSON, Q.C.

Mrs. Ruple Ferguson, Secretary Treasurer, Village of Trochu, joined the ranks of distinguished Albertans on December 29 when she became the first woman to be appointed Queen's Counsel in the Province. For many years until his death, Mrs. Ferguson and her husband practiced law together. Her appointment as secretary-treasurer of the Village dates from February 1, 1946, but she had served as school secretary for some time before that date.

Mrs. Ferguson's distinction recalls the election in December, 1961, of Mrs. Susan Atkinson to the council of the County of Lacombe No. 14. Mrs. Atkinson was the first woman in the Province to be so elected.